DOCUMENT RESUME

ED 107 804 CE 003 898

TITLE	Highway Safety Program Manual: Volume 15: Police Traffic Services.
INSTITUTION	National Highway Traffic Safety Administration (DOT), Washington, D. C.
PUB DATE	Dec 74
NOTE	63p.; For related documents, see CE 003 883-897 and CE 003 899-901
AVAILABLE FROM	Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402 ($1.60)
EDRS PRICE	MF-$0.76 HC-$3.32 PLUS POSTAGE
DESCRIPTORS	Evaluation Criteria; Evaluation Methods; Federal Legislation; *Federal Programs; *Guidelines; Local Government; Objectives; *Police; Policy; Program Evaluation; Reports; *Services; State Government; State Programs; *Traffic Safety
IDENTIFIERS	*Highway Safety

ABSTRACT

Volume 15 of the 19-volume Highway Safety Program Manual (which provides guidance to State and local governments on preferred highway safety practices) focuses on police traffic services. The purpose and objectives of a police services program are described. Federal authority in the areas of highway safety and policies regarding a police traffic services program are explained. Program development and operations (police training; traffic law enforcement; traffic direction and control; accident investigation; reporting hazardous conditions regarding environment, vehicles, and drivers; and other police traffic services) are presented. Criteria and procedures for program evaluation and different types of reports (operational, management information, program evaluation, and National Highway Traffic Safety Administration) are explained. Local government participation and funding criteria for various aspects of the program are outlined. Appendixes contain the Highway Safety Program Standard 15, Police Traffic Services; a glossary of definitions; references; a list of representative projects; and a list of resource organizations. (NH)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

APR 02 1975

ED107804

U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

Highway Safety NO 15
Program Manual

Police Traffic Services

DECEMBER 1974

U.S. DEPARTMENT
OF TRANSPORTATION

NATIONAL HIGHWAY TRAFFIC
SAFETY ADMINISTRATION

CE003898

ED107804

HIGHWAY SAFETY PROGRAM MANUAL

VOLUME 15

POLICE TRAFFIC SERVICES

This manual is designed as a guide for States and their political subdivisions to use in developing highway safety program policies and procedures. It does not supersede the requirements of Highway Safety Program Standard No. 15.

For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402 - Price $1.60

FOREWORD

As part of the Highway Safety Program Manual, this volume is designed to provide guidance to State and local governments on preferred highway safety practices. Volumes comprising the Manual are:

0. Planning and Administration
1. Periodic Motor Vehicle Inspection
2. Motor Vehicle Registration
3. Motorcycle Safety
4. Driver Education
5. Driver Licensing
6. Codes and Laws
7. Traffic Courts
8. Alcohol in Relation to Highway Safety
9. Identification and Surveillance of Accident Locations
10. Traffic Records
11. Emergency Medical Services
12. Highway Design, Construction, and Maintenance
13. Traffic Engineering Services
14. Pedestrian Safety
15. Police Traffic Services
16. Debris Hazard Control and Cleanup
17. Pupil Transportation Safety
18. Accident Investigation and Reporting

The volumes of the Manual supplement the Highway Safety Program Standards and present additional information to assist State and local agencies in implementing their highway safety programs.

The content of the volumes is based on the best knowledge currently available. As research and operating experience provide new insights and information, the Manual will be updated.

The volumes of the Highway Safety Program Manual deal with preferred highway safety practice and in no way commit the Department of Transportation to funding any particular program or project.

Many expert organizations and individuals at all levels of government and in the private sector contributed heavily in the preparation of the volumes of the Manual. The Department appreciates greatly this help in furthering the national program for improving highway safety for all Americans.

U.S. DEPARTMENT OF TRANSPORTATION
NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

HIGHWAY SAFETY PROGRAM MANUAL

VOLUME 15 POLICE TRAFFIC SERVICES	TRANSMITTAL 52
CHAPTER CONTENTS	December 1974

Chapter I. Purpose

II. Authority

III. General Policy

IV. Program Development and Operations

V. Program Evaluation

VI. Reports

VII. Local Government Participation

VIII. Funding Criteria

Appendices

Appendix A. Highway Safety Program Standard 15, Police Traffic Services

B. Glossary of Definitions

C. References

D. Representative Projects

E. Resource Organizations

U.S. DEPARTMENT OF TRANSPORTATION
NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

HIGHWAY SAFETY PROGRAM MANUAL

VOLUME 15 POLICE TRAFFIC SERVICES	TRANSMITTAL 52
CHAPTER I. PURPOSE	December 1974

Par. I. Introduction
II. Purpose
III. Specific Objectives

I. INTRODUCTION

Reports of the House of Representatives and Senate indicate the importance legislators attach to the role of police traffic services in reducing accidents on streets and highways.

> "A major element of traffic control is the police force, be it city, county, or State. Few, if any, jurisdictions have traffic police forces of adequate size and training. They must be improved and expanded, the policies and practices they enforce must be consistent, impartial, and uniformly applied to all street and highway users, and they must not be financially dependent upon a fee system or any other system, official or informal, related to the adjudication of court proceedings involving motor vehicle laws. Their records should be open to the public."*

> "Police training programs, including specialized studies in accident investigation, are established in 27 States. Similar training is needed in all States, and Federal grants would be made available to support these programs."**

*H. Rept. 1700, 89th Congress, 2d Session, p. 19.
**S. Rept. 1302, 89th Congress, 2d Session, pp. 6-7.

II. PURPOSE

The purpose of the Police Traffic Services Program is to reduce the number of traffic collisions and to minimize the adverse consequences of collisions through improvement of police traffic services. In scope, this Program is intended to assist the Governor, the Governor's Representative/program manager, and State and local police administrators in providing traffic services to facilitate the safe and expeditious movement of people and goods.

III. SPECIFIC OBJECTIVES

The specific objectives of the Program are to:

A. Provide uniform procedures for the training of police in vehicular and pedestrian traffic operations.

B. Develop suitable periodic in-service training courses for all police department employees assigned to traffic duties.

C. Develop procedures to allocate police resources commensurate with the magnitude of the traffic problem.

D. Develop procedures for the selective assignment of trained police personnel to a variety of vehicular, pedestrian, and other related traffic duties.

E. Develop a continuing enforcement program directed to violations of the traffic code that are identified as accident causative factors.

F. Institute procedures related to investigating, recording, and reporting accidents.

G. Develop methods for recognizing and reporting to the appropriate agencies potentially hazardous highway, driver, and motor vehicle conditions.

H. Establish appropriate agreements within the State regarding jurisdictional authority and responsibilities in the police traffic services area.

I. Establish and maintain a police traffic services operation capable of performing the above tasks.

HIGHWAY SAFETY PROGRAM MANUAL

VOLUME 15 POLICE TRAFFIC SERVICES	TRANSMITTAL 52
CHAPTER II. AUTHORITY	December 1974

The basic authority for the Highway Safety Program is vested in the Secretary of Transportation in accordance with the provisions of Chapter 4 of Title 23 of U. S. C. (hereinafter referred to as the Highway Safety Act of 1966). Section 402(a) of Title 23 states that:

> ". . . uniform standards shall be promulgated by the Secretary . . . (including) provisions for . . . accident investigations . . . traffic control . . ."

Pursuant to the requirements of the Highway Safety Act of 1966, the Secretary issued Highway Safety Program Standard 15, entitled Police Traffic Services. The Standard appears as Appendix A of this volume.

U.S. DEPARTMENT OF TRANSPORTATION
NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

HIGHWAY SAFETY PROGRAM MANUAL

VOLUME 15 POLICE TRAFFIC SERVICES	TRANSMITTAL 52
CHAPTER III. GENERAL POLICY	December 1974

Par. I. Introduction
II. Policies

I. INTRODUCTION

No State or political subdivision has a police traffic services program that cannot be improved. The Department of Transportation (DOT), aware of the present state of the art of police traffic services, will participate with and assist States to upgrade these programs. Specific DOT policies are expressed in paragraph II.

II. POLICIES

The policies to which the DOT subscribes are as follows:

A. States and local police agencies should compare their traffic services programs with requirements of the Police Traffic Services Standard and develop plans to achieve full implementation.

B. The Police Traffic Services Standard's prerequisites are minimal; however, States and local police agencies should plan to exceed these requirements.

C. States and local police agencies should continue to raise their recruit selection requirements to the highest level consistent with local conditions. Affirmative action should be taken to ensure recruitment of minority groups. Educational requirements should be satisfied if an applicant submits a General Education Development Certificate.

D. States and local police agencies should have continuing traffic law enforcement programs that will have an impact on highway safety.

E. Improvements in police traffic services should be designed to make a maximum contribution to both improving highway safety and to aiding the smooth and efficient flow of traffic.

F. Police administrators should use cost effectiveness or other appropriate methods in choosing between alternatives to optimize the allocation of limited resources to changing conditions.

G. Police traffic services should be coordinated with and provide support to a wide range of other highway safety programs. Since police activities relate to some degree to each of the other highway safety programs, coordination is of major importance to the overall highway safety program.

H. Local police agencies should cooperate and exchange information with each other in the development of their police traffic services program.

I. Uniformity among neighboring jurisdictions in enforcement is highly desirable; the use of coordinated enforcement can further this end.

J. Evaluation, both before and after program changes, should be made an intrinsic part of program planning and implementation.

U.S. DEPARTMENT OF TRANSPORTATION
NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

HIGHWAY SAFETY PROGRAM MANUAL

VOLUME 15 POLICE TRAFFIC SERVICES	TRANSMITTAL 52
CHAPTER IV. - PROGRAM DEVELOPMENT AND OPERATIONS	December 1974

Par.
I. Introduction
II. Police Training
III. Traffic Law Enforcement
IV. Traffic Direction and Control
V. Accident Investigation
VI. Reporting Hazardous Conditions: Environment, Vehicles, and Drivers
VII. Other Police Traffic Services

I. INTRODUCTION

The material presented in this chapter is intended to provide guidance to the States and their political subdivisions as to the meaning and content of the Police Traffic Services Standard. Many of the activities discussed are now performed by most police agencies with traffic responsibilities. These guidelines have been developed to assist the police agencies within a State to evaluate and improve their respective programs of police traffic services in a manner which will make the greatest contribution to highway safety.

II. POLICE TRAINING

The proper training of personnel is essential to development of an effective force for police traffic supervision. The recommendations in this volume cannot be effectively implemented without training police personnel to have a basic understanding of the duties and skills required of a traffic officer as well as the objectives of not only police traffic supervision, but the other operational functions of a highway traffic system. Application of these training guidelines should contribute significantly to improving the quality of training and, subsequently, the operational performance of police officers with traffic responsibilities.

A. Determining training needs.

Each State should determine the training needs of the State traffic enforcement agency and of the political subdivisions within its boundaries. Those needs specifically identified should be addressed in the training program. A survey of training to determine needs might be conducted as follows:

1. List present training available for recruits in all police agencies within the State. Where mandatory training legislation exists, review curriculum to ascertain that total hours of traffic-related subject content meets the suggested minimums. Where deficiencies are identified, restructure curriculum to incorporate those areas of study requiring strengthening and provide opportunities for recruits to attend this training.

2. List present advanced traffic training provided for police personnel assigned specifically to traffic supervision responsibilities. This summary should include training for traffic accident investigation, traffic direction and control, and like duties as well as for traffic law enforcement.

3. List number of police agencies providing in-service training for personnel assigned to traffic supervision responsibilities on an annual basis. Identify departments not conducting in-service training as well as those failing to provide at least 20 hours annually.

B. Basic recruit training.

Each State should conduct a traffic services training program comparable in length and content to at least the minimum found in the NHTSA course, Police Traffic Services Basic Training Program.* Ideally, participation in the training program should be mandatory for all recruit personnel of all police agencies in the State, with satisfactory completion of the program required before a recruit is permanently assigned

*This publication, one of a number of training courses developed by NHTSA, is available at nominal cost from The Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20240.

to active duty. Further, it is recommended that all police personnel - regardless of status - participate in the training program to the extent deemed appropriate by their chief administrator. The total problem of traffic safety should be explained to provide the traffic officer recruit with insight into the nature of traffic problems, the agencies involved in traffic safety, the extent of police responsibilities, and the existing efforts for the advancement of knowledge in the field, e.g., the research and demonstration projects being sponsored by Federal, State, local, and private sources. Specific areas in which training should be provided are as follows:

1. Highway transportation system.

   The recruit should gain a basic understanding of the interaction of the three major elements of the highway transportation system, i.e., the environment, the driver, and the vehicle. The relative importance of each of these elements and their relationship to the development of an effective traffic safety program to deal with the precrash, crash, and postcrash phases of highway accidents should be explored to acquaint the recruit with current efforts in the field.

2. State motor vehicle laws.

   A traffic officer should have a thorough understanding of all applicable motor vehicle traffic laws. The recruit should become familiar with the:

   a. Historical development and purpose of traffic laws.

   b. Power of the State to regulate traffic.

   c. Concept of jurisdiction.

   d. Responsibilities of the traffic officer in the prosecution of traffic offenses.

   e. Particular policies of his agency in regard to the enforcement of traffic laws.

3. Relationship of violations and accidents.

   The recruit should gain an understanding based on the best available research of the relationship between traffic violations and traffic accidents.

   a. Emphasis should be placed on the enforcement of those traffic laws whose violations are most often identified as causative factors of accidents.

   b. Recruits should be informed of the role of problem drinkers in traffic accidents.

4. Patrol procedures.

   In order to develop an understanding of the broad concepts and principles involved, the recruit should be given an introduction to police patrol procedures. The various patrol techniques and their application to obtain maximum benefit should be presented.

5. Traffic law enforcement techniques.

   The recruit should be instructed in the actual enforcement techniques he will use. These include:

   a. Position on the highway.

   b. The use of road checks and roadblocks.

   c. Pursuing, stopping, and approaching the violator.

   d. Officer-violator contacts while making an arrest or issuing a citation or warning.

   e. Case preparation.

6. Arrest procedures.

   A thorough explanation should be given the recruit of arrest procedures, including:

   a. Extent of authority.

b. Basis for arrest.

c. Mechanics of arrest.

d. Rights of those arrested against self-incrimination.

7. Laws of evidence.

The recruit should undergo an intensive study of the rules governing the acquisition, preservation, and presentation of evidence.

a. Evidence should be defined, and the rules governing its admissibility and relevancy explained.

(1) Hearsay rules and their exceptions should also be covered in this section.

(2) Coverage should be given to documentary, opinion, and circumstantial evidence.

b. Search and seizure procedures and the taking and use of confessions should be discussed in depth.

8. Traffic direction and control techniques.

The recruit should be taught the proper methods of traffic direction, control, and coordination, using both uniform hand signals* and manual operation of traffic control devices.

a. Instruction should be given in the procedures of traffic control at both signal-controlled and uncontrolled intersections.

b. The recruit should become familiar with the need for anticipating and preventing emergencies while performing this type of duty.

*As recommended in Traffic Direction Series, "Signals and Gestures for Directing Traffic" (1960). Traffic Institute, Northwestern University.

9. Report writing.

As highway safety programs must be based on complete, clear, and concise information, accurate record keeping is essential for effective traffic services. Since the traffic officer generally provides the basic input to the records system, the importance of his record keeping function must be stressed. Instruction should include:

a. An introduction to report writing.

b. A basic understanding of how a traffic officer collects, summarizes, and records information and how reports are used.

c. What information he is expected to include in his reports and what basic forms he will use as a traffic officer.

10. Accident investigation.

The importance of accident investigation should be stressed in the training program. The course of instruction should orient the recruit to the relationship of accurate and objective accident investigations and reporting to the effectiveness of the safety program. The difference between accident investigation and accident reporting should be clearly defined. The recruit should become familiar with the uses and users of accident data and with police responsibility in this regard. Detailed instruction should be given the recruit concerning:

a. Safe response procedures.

b. Protection and care of the injured.

c. Recognition of hazardous cargo and appropriate response procedures.

d. Protection of the accident scene and the property of those involved.

e. Location and interviewing of the principals and witnesses.

f. Identification, collection, and preservation of evidence.

g. Supervision of accident cleanup.

h. Determination of violations and other factors that may relate to accident causation.

i. Procedures for the utilization of chemical tests for alcohol.*

j. Elementary human factors engineering.

11. Police-court relations.

All traffic officers should have a basic understanding of the judicial branch of government. Therefore, the recruit should be instructed in its functions and purposes; the jurisdiction and structure of the State, county, and municipal courts; and the locations where his cases could be filed. The recruit should become familiar with the:

a. Officer's responsibilities for case preparation.

b. Prosecutor's role.

c. Methods used by the defense.

d. Appearance and demeanor expected of an officer.

e. Court procedure.

12. Police driver training.

On-the-job training by an experienced police officer does not in itself necessarily constitute proper driver training. Since the police patrol vehicle is the basic tool of the mobile traffic officer, planned formal driver training by qualified instructors should be presented. The proper use of the police vehicle, along with a thorough understanding of its capability and limitations, is essential for the safety of the officer as well as the public. The following driver training subjects are suggested:

*See Volume 8, Alcohol in Relation to Highway Safety, Chapter IV, for a detailed discussion of test procedures.

a. Limitations of driver and vehicle.

b. Normal patrol car driving.

c. Emergency vehicle operations.

d. Pursuit driving.

(1) Continuing violation, e.g., driving under the influence of alcohol.

(2) Noncontinuing violation, e.g., disobeying stop sign.

13. First aid.*

The recruit should receive an advanced course in first aid presented by a qualified instructor.

C. Advanced traffic supervision training.**

The police officer who completes basic training and goes on to active traffic duty should undergo a program of in-depth training in the more advanced procedures of police traffic supervision. He should receive advanced training, depending upon his specific assignment and local conditions, in one or more of the following skill areas:

1. Crash reconstruction techniques.

2. Basic traffic engineering for the police.

a. Highway design.

b. Traffic control devices.

---

*The NHTSA-developed course, Crash Injury Management for Traffic Law Enforcement Officers is highly recommended. It is available at nominal cost from The Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20240.

**The NHTSA-developed course, Police Traffic Services Supervisory Level Training Program should be reviewed for content and possible incorporation into the training program. It is available from the Sup't of Documents.

3. Additional first aid.

4. Accident record keeping and analysis.

5. Special equipment training, e.g., chemical test equipment, speed measuring devices, etc.

6. Detailed study of the traffic laws.

7. Speed estimation from physical evidence.

8. Hit-and-run investigation.

9. Accident prevention.

10. Safety education.

11. Municipal traffic ordinances.

12. Special events traffic planning and control.

13. Assistance to motorists.

14. Relationship of human factors to traffic safety.

D. In-service traffic training.

Training received during the basic or advanced training programs will not meet the continuing requirements of an officer having traffic responsibilities throughout his professional career. It is recommended that:

1. In-service training programs be scheduled on a regular basis to provide officers with a minimum of 20 hours of formal refresher training annually. This recommended 20 hours is in addition to any "roll call" training now being conducted.

2. In-service training be given on a formal, planned basis and coordinated with other training efforts. Such a coordinated program should include such representative subjects as:

   a. Emergency first aid.

   b. New laws and changes in existing laws.

c. Implications of current court decisions.

d. New equipment utilization.

e. New policies and procedures.

f. Recent traffic-related research.

g. New or improved police traffic techniques.

h. Police-traffic court relationships.

E. Supervisory and administrative training.

Competent and well-trained executive, supervisory, and technical support personnel are key elements in the development and maintenance of an effective police traffic services program. It is strongly recommended that a coordinated Statewide program be developed and conducted annually to upgrade all police traffic supervisory personnel.

1. Special emphasis should be placed on job duties, modern methods of supervision and control, fundamentals of organization and administration, employee relations, training techniques, and the use of records in planning and supervision.

2. A number of excellent training programs already exist at such institutions as the Northwestern University Traffic Institute, The Southern Police Institute, Indiana University, Michigan State University, Central Missouri State College, and the FBI National Academy. Police traffic personnel with supervisory responsibilities should be sent to such training centers whenever possible. Typical courses available include:

   a. Administration of police traffic training.

   b. Analysis and administrative use of police traffic data.

   c. Operations research for police executives.

   d. Introduction to electronic data processing.

   e. Principles of police management.

f. Personnel management for police.

g. Police traffic instructor training.

h. Administration of community relations.

III. TRAFFIC LAW ENFORCEMENT

Selective traffic law enforcement, a technique generally agreed to be the most effective police deployment practice to achieve traffic accident reductions, has been used to only a limited degree by enforcement agencies. Planning for police traffic services should include well designed selective enforcement programs.

A. Basic objectives of traffic law enforcement.

Traffic law enforcement is a primary responsibility. The basic objectives of traffic law enforcement are to:

1. Identify and remove from the highway system those drivers whose behavior indicates an immediate danger to the public, e.g., drunken drivers.

2. Improve driving behavior that does not meet legal requirements through direct enforcement contact and driver observation.

3. Develop and encourage voluntary compliance by the citizenry with the traffic laws and ordinances through a continuing enforcement effort.

B. Selective assignment of personnel.

Because of the magnitude of traffic problems and the limited manpower resources available to police agencies, it has become necessary to employ a combination of regular and selective patrol techniques.

1. The Police Traffic Services Standard requires that police agencies develop operational procedures for the selective assignment of trained police personnel at the times and locations where experience has shown that hazardous or congested conditions exist. This selective assignment should be based on the following factors:

a. Traffic volume.

b. Collision experience.

c. Traffic violation frequency.

d. Emergency and service need.

2. Patrol personnel should be assigned to the areas of greatest potential need as identified by surveillance activities and careful analysis of traffic records. To the extent that resources are available, patrols should:

a. Be employed to observe and report on traffic flow.

b. Look for improper driving behavior.

c. Be alert for hazardous environmental conditions.

d. Identify and act on emergency and other service needs.

C. Surveillance and analysis.

Basic to the development of any policy of selective assignment is the existence of an effective police traffic information system that can be used for operational planning and control.

1. Such a system should provide information on traffic volume, traffic violation frequency, and emergency and service needs by time and location. This data base should be accumulated both to design and implement effective countermeasure programs and to establish appropriate base lines against which future progress can be measured.

2. Information is also needed concerning current activities. It is recommended that each officer record every event that requires a substantial expenditure of his time. Regular analysis of these reports should provide the police administrator with information essential for identifying police assignment requirements. The traffic factors to be used in the development of selective assignment procedures are:

a. Traffic volume.

Since there is a direct relationship between traffic volume and the demand for police traffic services,* it is obvious that average daily traffic volume (ADT) must be considered in developing policies and procedures for the selective assignment of police manpower.

(1) State, county, and municipal highway departments should be consulted to obtain up-to-date counts on major roadways in the jurisdiction.

(2) A determination of average hourly volumes by day of the week should be made to develop effective assignment policies.

(3) If such traffic ounts are unavailable from other agencies, police agencies should develop procedures to collect and analyze the data themselves. This can be done most economically by the use of statistical sampling techniques.

(4) Highway departments, traffic engineers, universities, or larger police agencies with trained planning staffs should be employed for the development of sampling plans if the required skills are not available within the department.

b. Accident experience.

The police agency should maintain or have access to accurate records on the times and locations of all reported traffic accidents** within its jurisdiction, including those involving pedestrians.***

(1) Several techniques may be used in determining violation patterns and volumes, including:

*See Report of Operation 66, Joint Enforcement Project (1966). Bureau of Public Roads.

**See Volume 10, Traffic Records.

***See Volume 14, Pedestrian Safety.

(a) Observation by members of police agencies or persons employed for this purpose, such as those used in the California 101 study* for periodically determining the types and number of violations. Samplings should be accumulated for periods of not less than one hour at any location and should be repeated at different periods of the day and days of the week. They may be performed by observers concealed from the motorist so that his driving behavior will be uninhibited.

(b) Radar surveys for determing speed violations.

(c) Aircraft and helicopters equipped with cameras for observing highway traffic violations.

(d) Television cameras in strategic spots for identifying such violations as improper lane usage, wrong side of roadway, and following too closely.

(e) Explanations offered by motorists. Persons who violate traffic laws may suggest reasons based on conditions beyond their control. Police traffic officers should be alert to such reports in order to determine why violations are occurring. Suggested reasons should be investigated to determine their validity and, if valid, reported. Examples of such reasons are:

(11) Inadequate, missing, or improperly placed directional, warning, or informational signs to alert drivers of a precautionary procedure, danger, turnoff, or route change.

*Operation 101, Roadway Characteristics and Manpower Development Study, Phase II - Moving Violation Study (1968), prepared by the California Highway Patrol, Operational Planning and Analysis Division, in cooperation with the Bureau of Public Roads.

(22) Malfunctioning or improperly timed traffic signals.

(33) Improper channelization and ineffective road signs and markings.

(44) Poorly banked or maintained portions of roadways or streets.

(55) Obstructions, natural or artifical, which contribute to inadvertent violations.

(66) Unrealistic traffic laws.

(2) Data should be carefully collected and evaluated and the results considered in the assignment of manpower to selected hazardous or congested areas.

c. Emergency and service needs.

Emergency needs can be identified to some degree by consulting the Emergency Medical Services Program* or through an analysis of officer activity reports. It is clear, however, that these needs are closely related to traffic volume.

(1) Generally, the occurrence of major roadway emergencies cannot be predicted precisely. However, the police agency should ensure that sufficient manpower is available to handle the numerous police-related tasks that occur as the result of emergency conditions.

(2) Service needs are predictable in general terms, and the police agency should evaluate its officer activity reports to determine the extent of this problem within its jurisdiction.

(a) The stranded or disabled motorist is becoming an increasing problem to police traffic administrators. This problem is particularly acute on the controlled-access highways and in rural areas.

*See Volume 11, Emergency Medical Services.

(b) While the particular policy of the agency in regard to service needs can only be determined by the police administrator in response to local conditions, it is clear that emergency and service needs should be considered and evaluated in developing selective assignment plans.

IV. TRAFFIC DIRECTION AND CONTROL

Since police officers are required to direct traffic, their skillful execution of this duty can substantially relieve congestion and reduce dangers to highway users.* On the other hand, ineptness could increase congestion and contribute to the creation of hazardous situations. Therefore, well-trained personnel using nationally recognized uniform hand signals should be used to aid in the safe and efficient flow of traffic.

A. Traffic direction required by roadway conflicts or high volumes of vehicular and/or pedestrian traffic demands skill and alertness on the part of the officer to:

1. Expedite the free flow of opposing traffic streams.
2. Control turning movements.
3. Control pedestrian movements.
4. Expedite the movement of emergency equipment.

B. Highway accidents require the officer to direct traffic to:

1. Protect the crash site.
2. Permit emergency equipment to reach the scene.
3. Allow investigators to make and record measurements.
4. Remove damaged vehicles.
5. Clear the roadway and restore normal traffic movement.

---

*See Traffic Direction Series, "Signals and Gestures for Directing Traffic" (1960). Traffic Institute, Northwestern University.

V. ACCIDENT INVESTIGATION

A written policy concerning the scope of the postaccident response and accident investigation function should be established by police traffic agencies. Each agency should develop a checklist of tasks that an officer should accomplish upon responding to a traffic accident call.* Such a list should include:

A. Assisting injured persons by obtaining proper medical assistance, rendering first aid, and protecting personal belongings on the victim and within the vehicle.

B. Traffic and crowd management to prevent additional injury and damage at the crash scene. This should include use of warning devices at a sufficient distance from the crash to alert approaching motorists to the emergency and to provide sufficient stopping distance.

C. Preventing fires where spilled flammable liquid constitutes and immediate hazard and protecting the public where dangerous cargos, such as explosives, acids, poisons, and radioactive materials, require isolating the scene, removing injured persons from the immediate area, and requesting fire fighting or other equipment.

D. Determing apparent causative factors of the accident, including:

1. The driver(s)' actions prior to the accident.

2. Evasive actions attempted.

3. The condition of the vehicle(s) prior to and as a result of the accident.

4. Weather conditions at the time the accident occurred.

5. The condition of the roadway surface.

*Consult the following Volumes of this Highway Safety Program Manual:
Volume 10, Traffic Records
Volume 11, Emergency Medical Services
Volume 16, Debris Hazard Control and Cleanup
Volume 18, Accident Investigation and Reporting

6. The inadequacy or failure of traffic control devices.

7. The presence of alcohol through obtaining chemical tests where applicable.*

E. Questioning driver(s) and witness(es) and securing written statements whenever practicable.

F. Taking measurements and making diagrams of roadway width, point of collision, final position of vehicle(s), skidmarks, etc.

G. Identifying the precise crash location relative to mileposts, intersections, or other identifiable permanent landmarks.**

H. Obtaining equipment required to remove damaged vehicles and to restore the crash scene to normal.

I. Evaluating physical evidence, driver(s)' and witness(es)' statements, and filing of traffic violations charges, as appropriate, following investigation.

J. Evaluating, recording, and suggesting methods for improving the postcrash response.

VI. REPORTING HAZARDOUS CONDITIONS: ENVIRONMENT, VEHICLES, AND DRIVERS

Through written procedures developed in cooperation with highway safety officials, police officers should be instructed to report all hazardous highway conditions. Such procedures should direct the police officer, immediately upon discovery of a hazard, to have the appropriate agency notified to take corrective action.

A. Hazardous environmental conditions.

Hazardous highway conditions subject to these reporting procedures would include, but are not necessarily limited to, the following:

---

*See Volume 8, Alcohol in Relation to Highway Safety, Chapter IV, for details regarding test procedures.

**See Volume 9, Identification and Surveillance of Accident Locations, Chapter IV, for details regarding procedures.

1. Defects in the roadway itself (holes, ruts, or dangerous shoulders).

2. Lack of, or defects in, highway safety features (guard posts, center and side-of-the-road striping, and reflectors).

3. Lack of, improper, or visually-obstructed traffic control and information signs (curve and hill warnings, stop and yield signs, speed limit signs, street and highway identification).

4. Lack of, improperly located, or malfunctioning signal traffic control devices.

5. Lack of or defective roadway lighting systems.

6. Natural or man-caused obstructions (fallen trees and rocks, litter, parts of vehicles, broken water mains, and electrical wires).*

B. Hazardous vehicle conditions.

For the most part, procedures already exist for reporting and correcting through enforcement action such superficial vehicle defects as improper lights and worn tires. Where none exist, procedures should be established for reporting such defects to the State motor vehicle inspection program for its use in evaluating the inspection program. Procedures should also be developed for identifying and reporting the less obvious defects.** Examples of such defects include:

1. Broken seat belts.

2. Door latch failures.

3. Brake system failures.

4. Steering mechanism malfunctions.

---

*Date relative to defective signs, signals, controls, construction and maintenance deficiencies shall be readily available to the public.

**Specific procedural guidelines are presented in J. Stannard Baker, Traffic Accident Investigator's Manual For Police (1963).

5. Tire failures.

6. Exhaust system malfunctions.

C. Hazardous drivers.

Hazardous drivers are those who are physically or mentally incapable of safely operating a motor vehicle. This includes persons who drive in violation of license restrictions or limitations imposed by the licensing agency. Procedures should be established for reporting such hazardous drivers to the licensing agency as soon as possible for reexamination or for other action.

VII. OTHER POLICE TRAFFIC SERVICES

The utilization of police traffic manpower in providing various other services varies widely from one locaility to another.

A. While such activities are not required by the Federal Standard, effective traffic management requires that police agencies assist and cooperate with engineers, educators, legislators, government agencies, and civic and other public support groups concerned with highway safety.

B. The degree of involvement of police departments in safety education and motorist services is a matter of local discretion, provided that the allocation of manpower to such activities does not result in the neglect of the purpose of this Standard and the overall objective of the State's highway safety program.

U.S. DEPARTMENT OF TRANSPORTATION
NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

HIGHWAY SAFETY PROGRAM MANUAL

VOLUME 15 POLICE TRAFFIC SERVICES	TRANSMITTAL 52
CHAPTER V. PROGRAM EVALUATION	December 1974

Par.
I. Introduction
II. Purpose of Evaluation
III. Establishing Objectives
IV. Evaluation Criteria
V. Cost Effectiveness
VI. Techniques of Measurement
VII. Recommended Evaluation Procedures

I. INTRODUCTION

Under provisions of the Highway Safety Act of 1966, the Department of Transportation is required to determine whether State safety programs are in accordance with the Standards.

A. The Police Traffic Services Standard requires that each State evaluate its program periodically and that a summary of that evaluation be made available to the NHTSA.

B. While the precise content and form of evaluation are to be determined by each State, this chapter recommends procedures which can be used to satisfy these requirements and to enable the State to better operate its own police traffic services program.

II. PURPOSE OF EVALUATION

States should place major importance on periodically evaluating their highway safety program plans. Program evaluation is the principal means of determining whether stated objectives are being met and whether a redirection of concepts or a realignment of program elements or procedures is needed. The capacity to change in response to changes in users and their requirements, technological capabilities, and other new developments is fundamental to the success of the police traffic services program.

A. A plan for evaluating program effectiveness and progress should be part of an overall plan which consists of the identification of objectives, the identification of resources required to achieve the objectives, the development of an implementation plan, and the development of a system for evaluating and reporting actual progress or achievement of objectives measured against the implementation plan.

B. Continuing program evaluation is needed in order to optimize the allocation of limited police traffic resources. Such evaluation should provide not only a base for analyzing the allocation of resources but also an information base that can be used in planning program adjustments in response to legal, population, socioeconomic, or technological developments.

III. ESTABLISHING OBJECTIVES

Program evaluation requires the identification of objectives to be achieved and the establishment of a definite schedule for implementation. Ultimately, each State should have the ability to define objectives which can be used to evaluate its police traffic services program in terms of its contribution toward meeting the overall mission of the highway safety program. At the present, however, the complexities of undertaking such an assessment preclude the full attainment of such a goal.

A. While it may be attainable in the future, a more realistic goal initially is to measure accomplishment in terms of meeting specific limited objectives. Thus:

1. Each State should establish specific and attainable objectives and develop a corresponding implementation schedule.

2. Program managers are encouraged to establish higher levels of performance where a program already meets or exceeds the basic requirements of the Standards.

B. Progress should be evaluated periodically to determine not only whether objectives are being realized but whether implementation is proceeding on schedule and within budget.

C. Measurement is essentially a process of comparing the quantity of achievement against a preestablished level. The reference level used may be:

1. Levels of performance established by an external organization, e.g., an International Association of Chiefs of Police (IACP) recommendation.

2. Levels of prior achievement, e.g., violation rate changes.

3. Established goals of achievement stated in terms of:

   a. Effectiveness, e.g., postcrash response time.

   b. Cost.

   c. Schedule.

IV. EVALUATION CRITERIA

The overall objective of the police traffic services program is to reduce the number of traffic accidents and minimize their adverse consequences. Therefore, long-term program evaluation should be directed toward determining to what extent police traffic services are contributing to the achievement of this objective. A number of special studies have been conducted to evaluate performance but the unique aspects of these studies preclude their general use by other jurisdictions. Widespread use has been made of certain indicators of performance,* such as the enforcement index; however, considerable developmental work is required to identify additional quantitative measures of effectiveness and performance. At present definitive performance criteria and measures of effectiveness are essentially nonexistent in the police traffic service field. Traditionally, evaluations of police traffic services have been concerned with: measuring the types and amount of activity, such as determining the percentage of officers' time spent on patrol, number of citations issued, etc.; and determining gross accident statistics, such as those data reported routinely to the National Safety Council. The following general terms are indicative of the type of evaluation criteria which are needed.

A. Program effectiveness.

Program effectiveness is a quantitative measure of the extent to which a program accomplishes its objectives, e.g., given

*See Exhibit I, page 6 of this chapter for examples of evaluation indicators.

an established objective of reducing the number of accidents in a specified area, program effectiveness simply indicates to what extent such collisions have been reduced.

B. Program costs.

Program costs are the direct and indirect costs incurred by State and local governments in establishing and conducting the program.

C. Program evaluation.

Program evaluation is the process of determining and relating program effectiveness and program costs.

1. Cost-effectiveness analysis provides a rational basis for choosing among alternative approaches to accomplish the same objectives, e.g., comparing the cost of utilizing aircraft vs. increasing the number of patrol cars to achieve the same degree of reduction in speeding violations.*

2. Additionally, a cost-effectiveness study can conceivably be used to determine the optimum level of resource allocation, e.g., how frequently a radar detail should be used on a given roadway to achieve the maximum reduction in violation rate per dollar. This may be accomplished by determining at what point saturation or diminishing return has been reached as a result of increasing enforcement activity on a particular roadway.

3. This process involves a large variety of activities and can employ a number of both qualitative and quantitative measures.

   a. Qualitative measures.

      Qualitative measures may be used to indicate the existence or nonexistence of desirable program characteristics. While such measures do not provide adequate assessment

*For a detailed presentation of this type of comparison, see Chapter I of Guidelines for Police Services on Controlled Access Roadways (1968), Research and Development Division, International Association of Chiefs of Police.

of the quality aspects of programs, they can be used for preliminary evaluation. For example, based upon the assumption that a police force which has been trained in a formal recruit school will perform better than one which has received only on-the-job training, the question, "Is recruit traffic training required prior to duty assignment?", can be used as an indicator of program quality. At the present time, this type of indirect indicator is, to a large extent, the only means available for self-evaluation of police traffic services. A checklist of such indicators is provided in Exhibit II at the end of this chapter.

b. Quantitative measures.

Quantitative measures are preferred. It is desirable to identify quantitative criteria which most directly represent achievement of the objectives of the program.

(1) Direct quantitative measures of effectiveness should be utilized where possible, e.g., ratio of number of collisions to miles traveled.

(2) Indirect quantitative indices of effectiveness can be utilized. Assumptions can be made on the basis of research findings or experience as to the relationships between specific objectives and indirect quantities that are susceptible to measurement. Examples of such indicators and some limited objectives to which they can be related are listed in Exhibit I following this page.

(3) Program costs should be determined in terms of the total costs to the general population. Costs should take into account indirect costs such as inconvenience to the motorist as well as the direct dollar costs.

V. COST EFFECTIVENESS

Evaluation of the performance of existing programs and the planning of program changes should be based on cost-effectiveness considerations to the maximum extent feasible, e.g., the cost of implementing a program change against the number of accidents reduced.

EXHIBIT I

EXAMPLES OF EVALUATION INDICATORS FOR LIMITED POLICE TRAFFIC SERVICES OBJECTIVES

Limited Objective	Indicator
Remove dangerous drivers	Number of dangerous drivers arrested or removed.
Improve driving behavior	Exposure rate (patrol hours per unit of traffic).
	Visibility, e.g., frequency at which motorist will see policeman while traveling at legal speed.
Promote voluntary compliance	Violation rate, by type of violation.
Accident investigation	Percentage of accidents investigated.
Case preparation	Arrest/conviction ratios, as indicators of training, procedures and enforcement techniques.
Postcrash response	Average response time, reduction in number of secondary accidents, time to restore traffic movement.

A. Cost-effectiveness evaluation.

The most effective system may not necessarily be the most cost-effective.

1. Program alternatives should be evaluated as to which alternative can achieve a specified objective for the least cost and as to what results can be achieved by alternative means for the same cost.

2. It is recognized that local conditions may require the allocation of funds on other than a strict cost-effectiveness rationale. However, as a general policy, the use of cost-effectiveness evaluation as a guide for resource allocation is recommended.

B. Cost-benefit evaluation.

Some limited success has been achieved in cost-benefit evaluation by estimating benefits in terms of lives saved, injuries reduced, and property damage avoided. In essence, these analyses relate the reduction in accidents in terms of cost savings balanced against the cost of the safety improvement.

1. While such an analysis has some value, it is extremely difficult to perform precisely because of the problem of isolating the impact of a single program improvement from other factors affecting highway safety.

2. It is suggested that police agencies perform cost-benefit studies only for program changes where the effect of other factors remains relatively constant during the study period.

VI. TECHNIQUES OF MEASUREMENT

Evaluation should be an intrinsic part of the development of any program change.

A. Data requirements.

Program evaluation can rarely be accomplished without planned, deliberate data gathering and analysis.

1. Evaluation must be recognized as an essential activity that can be accomplished far more effectively when it is planned

in advance rather than attempted by review of records on a post facto basis. Dependent upon the availability and accuracy of existing data, appropriate plans should be developed to obtain and analyze information adequate for program evaluation.

2. The level and complexity of the methodological problems in determining to what extent a particular program change contributes to any subsequent reduction in collisions is recognized. Two steps are necessary for adequate program evaluation.

   a. It is most important to give attention to the data collection and analysis plans to countermeasure implementation.

   b. Perseverance on the part of operating personnel in actually accumulating the needed data must be encouraged and required.

B. Before-and-after measurement.

Techniques employed should include planned attempts to determine the impact of the program changes through a process of before-and-after measurements.

1. Conditions should be determined prior to program change as well as afterwards, e.g., data should be obtained on the numbers of speeding violations both prior to and after the implementation of a speed control program.

2. Sampling techniques as well as continuous reporting should be used.

VII. RECOMMENDED EVALUATION PROCEDURES

A. Long term.

In the long term, the use of cost-effectiveness evaluation is strongly recommended as a means of aiding the police administration to make rational program decisions and to justify proposed changes to higher authority. Police agencies are encouraged to increase their efforts to develop and use suitable cost-effectiveness criteria and evaluation techniques.

B. Immediate.

As a more immediate means of performing early program evaluation, a list of questions designed as a checklist for evaluating how well the requirements of the Standard and the recommendations of this volume are being met, can be used by local police administrators and by the Governor's Representative/program manager. Exhibit II, following this page, is an example of such a checklist.

1. This list can serve as a short-term indicator of the program recommended herein and can indicate the extent to which program objectives are being achieved.

2. The questions which are included in Exhibit II are grouped to correspond with sections of the Standard. All questions may be answered either with a number or with a "yes" or "no" response.

365-740 O - 75 - 4

EXHIBIT II

CHECKLIST FOR PROGRAM EVALUATION

A. Recruit Training

1. Is recruit traffic training required prior to duty assignments?

2. Does the agency have a formal classroom-based recruit traffic training program?

3. What percent of recruits successfully complete the program?

4. Are funds specifically budgeted for training activities?

5. Does the length of traffic training programs for recruits meet the recommended 140 hours? If not, how many hours are provided?

6. To what extent does the content of the traffic training program include the 13 areas of recommended course content shown in Chapter IV?

7. Are trained instructors used by the department?

8. Are training facilities adequate in terms of size, arrangement, condition, etc.?

9. Are training aids, e.g., graphic aids, demonstration models, used in training programs?

B. Advanced Training

1. Are department personnel with traffic responsibilities offered:

   a. Accident investigation?

   b. Speed measurement?

   c. Traffic laws?

   d. Chemical tests?

2. What is the average length of these training programs?

3. What percent of department personnel participate on a regular and continuing basis?

4. How many traffic officers have been sent to outside training programs in the last five years?

   a. Northwestern Traffic Institute.

   b. National Academy.

   c. Southern Police Institute.

   d. Other.

5. On the average, how many formal in-service training schools are provided annually to department personnel with traffic responsibilities?

6. What percentage of traffic officers receive such in-service training annually?

7. Is the material presented in in-service training sufficient to keep the officer adequately informed of new laws, new equipment, current court decisions, etc.?

8. Do supervisory officers receive formal training in techniques of personnel management and supervision?

9. Do supervisory officers receive formal advanced training in the use of records for management purposes?

10. Does the department have a trained records analysis staff?

11. Do the members of the traffic records staff receive specialized training in the processing, analysis, and interpretation of traffic related data?

C. Manpower Assignment

1. Does the department have written procedures for determining the traffic supervision needs for the jurisdiction?

2. Does the department have a clearly stated set of police traffic services objectives upon which operational planning can be based?

3. Does the department have a procedure for obtaining traffic volume counts on the streets and highways of its jurisdiction?

4. Does the department determine traffic violation frequency at specific locations on streets and highways within the jurisdiction?

5. Does the department undertake continuing quantitative evaluations of the effect of its operations upon accident frequency?

6. Are the following factors considered by the police agency in developing assignment plans for personnel?

   a. Traffic volume.

   b. Accident experience.

   c. Traffic violation frequency.

   d. Emergency and service needs.

   e. Time of day, and day of week.

   f. The detection and prevention of driving under the influence of alcohol.

7. Are records of dispositions of enforcement activity available within the department?

8. Are records of the enforcement activity of individual officers kept?

9. Do enforcement summaries separate violations by type, time, and location?

10. Do accident summaries separate accidents by type, time, and location?

11. Do accident summaries separately identify incidents involving impaired drivers or vehicles?

D. Accident Investigation

1. Does the department have written procedures defining which accidents are to be reported and which are to be investigated?

   a. What percentage of accidents are reported?

   b. What percentage of accidents are investigated?

2. Are specialized accident investigation details used?

3. Are accident investigation data used in the development of accident prevention measures?

4. What is the average postaccident response time?

5. Is it practical to improve response time by use of a different officer deployment plan or communications system?

6. Are attempts made to determine if individuals involved in accidents were wearing seat belts? If so, is a record kept of the incidence of seat belt use?

7. Does this department make followup investigations? If so, in what percent of the following cases are followup investigations made?

   a. Fatal.

   b. Personal injury.

(1) Severe.

(2) Minor.

c. Property damage.

d. Single vehicle.

8. Are there procedures for recognizing and reporting to the appropriate agencies?

a. Condition of drivers?

b. Operational condition of motor vehicles?

c. Hazardous highway defects, including: defective signs, signals, controls, and construction and maintenance deficiencies?*

E. Cooperation

1. Are there jurisdictional problems present which adversely affect the efficiency of the department's traffic services program?

2. Is satisfactory progress being made toward resolving such problems?

3. Does the agency supply an annual evaluation to the State highway safety program coordinator?

F. State Evaluation (Questions for State Coordinator Only)

1. Has the State enacted a Police Training Act? If so, does the Act include police agencies of each political subdivision?

a. Compulsory.

b. Voluntary.

2. Is a Statewide highway safety program encompassing all police agencies operational? If so, what percentage of police agencies are participating?

*Data listed in c above shall be readily available to the public.

U.S. DEPARTMENT OF TRANSPORTATION
NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

HIGHWAY SAFETY PROGRAM MANUAL

VOLUME 15 POLICE TRAFFIC SERVICES	TRANSMITTAL 52
CHAPTER VI. REPORTS	December 1974

Par. I. Introduction
II. Operational Reports
III. Management Information Reports
IV. Program Evaluation Reports
V. Reports to National Highway Traffic Safety Administration

I. INTRODUCTION

Information relative to the police traffic services system must satisfy operational and program management needs in addition to providing a basis for external program evaluation. Operating personnel will require activity reports, detailed accident summary experience, and other reports for supervising day-to-day operations. Management will find special studies as well as statistical summaries and classifications essential in planning new manpower assignments, adopting new methods, and establishing policies. The Governor's Representative/program manager will need evaluation reports to determine the status of the program and to measure the extent of improvements from the previous period.

II. OPERATIONAL REPORTS

Operational reports are already established in many police agencies. Several reports with special significance to highway safety have been discussed in Chapter IV of this volume. It is recommended that where such information is not currently used for operational planning, procedures be established to obtain such data and utilize appropriate reports in daily operations. These include:

A. Traffic information reports.

1. Traffic volume.

2. Collision experience (accident reports).

3. Traffic violation frequency.

B. Activity reports.

1. Enforcement summaries.

2. Time consumption rates.

C. Reports of hazardous conditions.

1. The environment.

2. The vehicles.

3. The drivers.

III. MANAGEMENT INFORMATION REPORTS

Management of the police traffic services operations should have at its disposal information indicative of the results of current policies, plans, and operations. These results may support or refute policy decisions, plans, or operating techniques presently in existence or under consideration. Types of reports which should be considered by the States as a source of information to support further management action at local and State levels include:

A. Before-and-after reports, i.e., special studies of the results of carefully monitored program changes.

B. Summaries of operational reports, e.g., periodic reporting of activities and the results of those activities in sufficient detail to indicate corrective action options.

IV. PROGRAM EVALUATION REPORTS

Periodic review of plans, actual accomplishments, and operational results provide feedback regarding program performance. Quantitative information supporting the evaluation is needed for both internal program evaluation and for the preparation of reports to the National Highway Safety Bureau (NHSB). Because of the large number and types of police agencies in each State, it may only be possible for a State, initially, to evaluate its progress through a cooperative program of self-evaluation and reporting by local

police administrators to the Governor's Representative/program manager. It is recommended that each State adopt the suggested checklist for self-evaluation of the scope and effectiveness of its program of police traffic services and request similar evaluation reports from each of its police traffic agencies.

V. REPORTS TO NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

The Standard states that the police traffic services program shall be periodically evaluated by the State and that the National Highway Traffic Safety Administration be provided with an evaluation summary.

A. It is the intent of the NHTSA to request that each State, through the Governor's Representative/program manager, submit to the NHTSA an annual State evaluation and progress summary.

B. Subsequent to an annual evaluation summary, each State should conduct analyses of deficiencies or weaknesses in its program. Recommendations developed from studies and review of annual evaluation summaries should be implemented prior to the next periodic evaluation, and a summary of the recommendations and the degree of implementation should be included in the next annual evaluation summary.

U.S. DEPARTMENT OF TRANSPORTATION
NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

HIGHWAY SAFETY PROGRAM MANUAL

VOLUME 15 POLICE TRAFFIC SERVICES	TRANSMITTAL 52
CHAPTER VII. - LOCAL GOVERNMENT PARTICIPATION	December 1974

Par. I. Introduction
II. Determining Needs
III. Establishing Jurisdictional Agreements
IV. Developing Cooperative Activities
V. Obtaining Legislative Support

I. INTRODUCTION

The primary responsibility for the implementation of the Standard is with the local, county, and State police administrators. The Standard must be accepted and implemented by these officials if the Program is to have the desired effect on the nation's traffic problems. This chapter suggests some specific activities that should be undertaken by local police agencies in meeting the requirements of the Police Traffic Services Standard.

II. DETERMINING NEEDS

One of the first actions that the police administrator should take in response to the Standard is to conduct an evaluation of the traffic services program in his department.

A. Checklist for program evaluation.

As a minimum, this document should examine and evaluate the status and needs of the department in terms of:

1. Primary responsibilities within its jurisdictional boundaries.

2. Traffic training.

3. Manpower assignment.

4. Traffic records and analysis.*

5. Highway, driver, and environmental hazards reporting and followup.

6. Accident reporting and investigation.**

B. Program coordination.

The actual format and specific contents of this internal evaluation document should be coordinated with the Governor's Representative/program manager. Coordination is necessary to secure technical assistance for the police agency and to enable the Governor's Representative/program manager to develop a workable Statewide highway safety program evaluation.

III. ESTABLISHING JURISDICTIONAL AGREEMENTS

The Governor's Representative/program manager should assist in identifying and reducing jurisdictional conflicts by meeting with the police administrators of their agencies and requesting the establishment of formal written plans to reduce potential duplication of police traffic services. This type of cooperative and coordinated attack on traffic problems should result in better utilization of police manpower and provide a greater frequency and extent of patrol coverage of the highways. An example of such an agreement would be a written agreement stating responsibilities for providing services on State roads within city limits.

IV. DEVELOPING COOPERATIVE ACTIVITIES

Local police agencies are strongly encouraged to either initiate or increase cooperation with neighboring jurisdictions in activities which can result in greater uniformity and efficiency in providing the public with police traffic services. Such activities include:

A. Coordinated enforcement programs.

B. Uniform enforcement policies and procedures.

---

*/**See Volume 10, Traffic Records, for information to be reported and recommended reporting procedures.

C. Uniform accident investigation report forms and processing.

D. Sharing of training, laboratory, and other specialized resources.

E. Coordination with local traffic engineers.

F. Coordination with local traffic courts.

G. Coordination with State and regional safety organizations.

V. OBTAINING LEGISLATIVE SUPPORT

Implementation of the recommendations contained in this volume may require the enactment of specific legislation on a local, county, or State level or the signing of an executive order. In addition, the jurisdictional governing body may need to appropriate funds for the implementation of the Standard, e.g., the development of a formal in-service training program will require the allocation of sufficient resources. The police administrator is encouraged to make the appropriate authorities aware of these requirements and to request positive action in their implementation.

U.S. DEPARTMENT OF TRANSPORTATION
NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

HIGHWAY SAFETY PROGRAM MANUAL

VOLUME 15 POLICE TRAFFIC SERVICES	TRANSMITTAL 52
CHAPTER VIII. FUNDING CRITERIA	December 1974

Par.
I. Introduction
II. Police Traffic Personnel
III. Funding Auxiliary Officers
IV. Personnel Training
V. Vehicle Data
VI. Communications
VII. Operating Costs
VIII. Traffic Enforcement Units
IX. Helicopters

I. INTRODUCTION

These criteria will be used by the National Highway Traffic Safety Administration personnel in evaluating State Annual Work Programs, for Police Traffic Services Subelement Plans, and, specifically, for approving or withholding approval for funding of Police Traffic Services projects.

II. POLICE TRAFFIC PERSONNEL

Funding for expansion of traffic units through assignment of additional personnel is authorized only if total department strength is increased by that number assigned to the unit. Salaries of additional traffic personnel are reimbursable if they are assigned to traffic full time.

A. Effective with the submission of the FY 1973 State Annual Work Programs, NHTSA will participate in the costs of employing

and equipping part-time police officers* under Section 402 of the Act, provided:

1. The Federal participation is limited to a factored or pro rata cost based on the percentage of time devoted to police traffic services, and

2. These officers receive a minimum of forty (40) classroom hours of traffic-related training during the first 12 months following initial employment.

III. FUNDING AUXILIARY OFFICERS

NHTSA will not participate in the costs of employing or equipping auxiliary police officers.**

IV. PERSONNEL TRAINING

A. General

Recruit and In-Service training conducted by the Department is fundable to the extent that subject content of the curriculum is traffic related.

B. Other fundable training

1. Northwestern University Traffic Institute

a. Long course.

b. Short course.

2. Southern Police Institute

Police Administration Training (3 months)

---

*Part-time Police Officer - One for whom policing represents secondary as opposed to primary (full-time) employment, who has arrest authority, and who is paid a salary or wages for his police employment even though his hours per day or weeks or months of employment per year may be limited.

**Auxiliary Police Officer - One for whom policing represents a community service without remuneration. He is called for specific assignments, but does not generally have a set work schedule or hours of duty and, generally, has no arrest authority.

3. Central Missouri State College

Police Traffic Management Program (11 weeks)

C. Pilots and Observers.

Training of pilots and observers for helicopter operation is eligible for participation to the extent of that percentage of time they work in traffic supervision and emergency motor vehicle accident use.

V. VEHICLE DATA

Station wagons designed to have dual function capabilities as patrol units and back-up ambulances are not fundable.

A. Motorcycles used for traffic supervision are fundable.

B. Three-wheel motorcycles and scooters, which are designed for parking control, are not fundable.

VI. COMMUNICATIONS

Mobile walkie-talkies and fixed communication equipment are fundable items provided they upgrade existing police traffic services and decrease the response time to traffic accident sites.

VII. OPERATING COSTS

Police Traffic Services systems operating costs are fundable if they are used for traffic supervision.

A. Uniforms.

Purchase of uniforms are eligible for participation.

B. Weapons.

Shotguns, mace, batons, helmets, ammunition, or handcuffs are not fundable.

VIII. TRAFFIC ENFORCEMENT UNITS

A recent trend in some States has been to recommend reduction or elimination of traffic divisions within local police departments.

Where traffic divisions are downgraded or eliminated through departmental reorganization, the National Highway Traffic Safety Administration will not fund future PTS programs.

IX. HELICOPTERS

A. Beginning with FY 1973 the NHTSA will not approve Federal funding participation in new purchases of helicopters under Section 402 of the Act. Similarly, the NHTSA will not approve applications for Federal funding of rented, leased, or contractor-provided helicopters or helicopter traffic services.

B. NHTSA will contribute to the cost of maintenance and operation of helicopters previously leased or purchased under Section 402 of the Act, but participation will be limited to those costs related to traffic safety operations. Eligibility of expenditures will be determined as indicated in OMB Circular A-87, dated May 9, 1968, to be issued in Volume 101 of the Highway Safety Program Manual, Grant Financing and Audit.*

C. New helicopter demonstration projects proposed for funding under Section 402 of the Act will not be approved unless the project involves the field testing of new concepts or new types of equipment to prove their effectiveness in traffic safety programs. Each such proposal will be justified and determined on a case-by-case basis.

D. Monthly activity reports and schedules shall be submitted to the Regional Office and copies forwarded to Traffic Safety Programs.

---

*Guidelines relating to insurance are incorporated in Circular A-87.

APPENDIX A

HIGHWAY SAFETY PROGRAM STANDARD 15

POLICE TRAFFIC SERVICES

INTRODUCTION

Enforcement agencies have a wide range of functions in traffic safety, ranging from accident prevention through selective enforcement of rules of the road and safe driving to accident investigation and other on-the-scene procedures to aid victims, determine accident causes, supervise debris removal, and restore traffic movement. Police departments are the only agencies patrolling on a 24-hour, every-day-of-the-year basis, to facilitate the movement of traffic on the streets and highways and to protect the life and property of all citizens.

BACKGROUND

"A major element of traffic control is the police force, be it city, county, or State. Few, if any, jurisdictions have traffic police forces of adequate size and training. They must be improved and expanded, the policies and practices they enforce must be consistent, impartial, and uniformly applied to all street and highway users, and they must not be financially dependent upon a fee system or any other system, official or informal, related to the adjudication of court proceedings involving motor vehicle laws. Their records should be open to the public."*

"Police training programs, including specialized studies in accident investigation, are established in 27 States. Similar training is needed in all States, and Federal grants would be made available to support these programs."**

PURPOSE

To reduce the deaths and injuries by improving police traffic services in all aspects of accident prevention programs and police traffic supervision, postaccident procedures to aid crash victims, and to bring those responsible for the accidents to justice.

---

*Report No. 1700, House of Representatives, 89th Congress, 2d Session, July 15, 1966, p. 19.

**Report No. 1302, United States Senate, 89th Congress, 2d Session, June 23, 1966, pp. 6-7.

STANDARD

Every State in cooperation with its political subdivisons shall have a program to insure efficient and effective police services utilizing traffic patrols: To enforce traffic laws; to prevent accidents; to aid the injured; to document the particulars of individual accidents; to supervise accident cleanup; and to restore safe and orderly traffic movement.

I. The program shall provide as a minimum that there are:

A. Uniform training procedures in all aspects for police supervision of vehicular and pedestrian traffic related to highway safety, including use of appropriate instructional materials and techniques for recruit, advanced, in-service, and special course training.

B. Periodic in-service training courses for uniformed and police department employees assigned to traffic duties dealing with:

1. Administration and management of police, vehicular, and pedestrian traffic services.

2. Analysis, interpretation, and use of traffic records data.

3. Insurance of prompt reliable postaccident response, including skilled aid to the injured.

4. Accomplishing postaccident responsibilities.

C. Procedures for the selective assignment of trained police personnel to supervise vehicular and pedestrian traffic duties including enforcement patrols in hazardous or congested areas based on time and location of:

1. Traffic volume.

2. Accident experience.

3. Traffic violation frequency.

4. Emergency and service needs.

D. Procedures for investigating, recording, and reporting accidents pertaining to:

1. The human, vehicular, and highway causative factors in individual accidents.

2. The human, vehicular, and highway causative factors of injuries and deaths, including failure to use safety belts.

3. The efficiency of the postaccident response.

E. Procedures for recognizing and reporting, to the appropriate agencies, hazardous highway defects and conditions, including:

1. Condition of drivers.

2. Operational condition of motor vehicles.

3. Defective signs, signals, controls, construction and maintenance deficiencies.

a. Data listed in (3) above shall be readily available to the public.

F. Appropriate agreements by the State and its political subdivisions regarding primary responsibility and authority for police traffic supervision, and cooperative responsibilities where concurrent jurisdictional boundaries and problems exist, and appropriate participation of each law enforcement agency in the comprehensive highway safety program of the State and its political subdivisions.

II. The programs shall be periodically evaluated by the State, and the National Highway Traffic Safety Administration shall be provided with an evaluation summary.

III. Nothing in this Standard shall preclude the use of personnel other than police officers in carrying out the minimum requirements in accordance with laws and policies established by State and/or local governments.

APPENDIX B

GLOSSARY OF DEFINITIONS

This glossary defines those terms whose meanings may be unclear in the context in which they are used. These definitions are meant to apply only to the usage of these terms in this volume.

Accident Causes - A combination of simultaneous and sequential circumstances without any one of which the accident could hot have happened.

Accident (Collision) Experience - Numbers of accidents occurring in a defined period of time and in a defined geographical area.

Accident Investigation - The first visit to the scene after an accident for the purpose of gathering information and handling the emergency.

Followup Accident Investigation - Subsequent gathering of information pertaining to a given accident, completion of the official traffic accident report, and appearance in court in connection with the accident.

Point Traffic Control - That part of police traffic direction which is concerned with the control of vehicular and pedestrian movement at a particular place or road, such as at an intersection.

Police Officer - Every officer authorized to direct or regulate traffic or to make arrests for violations of traffic regulations.

Police Traffic Accident Reporting - Collection of information and preparing and submitting a report of a traffic accident to a designated agency or official.

Police Traffic Direction - All police activities necessary to insure smooth and orderly flow of traffic.

Police Traffic Patrol - Driving or walking in a specified area for the purpose of traffic law enforcement and to provide traffic-connected services to the public.

Street or Highway Traffic Supervision - Keeping order on streets and highways, within existing regulations, to make their use safe and expeditious.

APPENDIX C

REFERENCES

The following is a selected list of recognized authoritative references which may be helpful in implementing the programs specified in this volume. This list is not meant to be a bibliography of all the documents available in this field.

Baker, J. Stannard. Traffic Accident Investigator's Manual for Police (1963). Traffic Institute, Northwestern University, 405 Church Street, Evanston, Illinois 60204.

Baker, J. Stannard, and Stebbins, William R. Dictionary of Highway Traffic (1960). Traffic Institute, Northwestern University, 405 Church Street, Evanston, Illinois 60204.

Bureau of Public Roads. Report of Operation 66, Joint Engineering Enforcement Project (1966). A highway safety study related to design features, motorist service, and in-depth accident investigation. Superintendent of Documents, U. S. Government Printing Office, Washington, D. C. 20402.

California Highway Patrol. Operation 101, Roadway Characteristic and Manpower Development Study, Phase I - Background and Accident Analysis (1966), Phase II - Moving Violation Study (1968). Two of four reports published concerning the effect of enforcement on accident reduction, conducted by the Operational Planning and Analysis Division, California Highway Patrol, Sacramento, California.

Case, Harry W., Brenner, Robert, and Mosher, Walter W. Jr. Statistical Analysis of Accident Data as a Basis for Planning Selective Enforcement (1966). Presents techniques for interpreting aggregated accident reports in a manner suited for operational use. Institute of Transportation and Traffic Engineering, University of California, Los Angeles, California.

Fennessey, Edward F. Jr. and Others. The Technical Content of State and Community Police Traffic Services Programs (1968). An evaluation of present police traffic services practices of representative police agencies prepared for U. S. Department of Transportation, National Highway Traffic Safety Administration by the Travelers Research Center, Inc. Federal Clearinghouse for Technical and Scientific Information, 5285 Fort Royal Road, Springfield, Virginia 22151.

International Association fo Chiefs of Police. Highway Safety Policies for Police Executives, (1967). 11 Firstfield Road, Gaithersburg, Maryland 20760.

International City Managers Association. Chapter 10: "Traffic Supervision," Municipal Police Administration (5th ed. 1961). International City Managers Association, 1313 East 60th Street, Chicago, Illinois 60637.

President's Committee for Traffic Safety. "Police Traffic Supervision," The Action Program for Highway Safety (1966). Superintendent of Documents, Government Printing Office, Washington, D.C. 20402.

Smith, R. Dean, and Espie, David S. Guidelines for Police Services on Controlled Access Roadways (1968). 11 Firstfield Road, Gaithersburg, Maryland 20760.

Traffic Institute, Northwestern University. "Signals and Gestures for Directing Traffic," Traffic Direction Series (1960). Traffic Institute, Northwestern University, 405 Church Street, Evanston, Illinois 60204.

APPENDIX D

REPRESENTATIVE PROJECTS

The purpose of this appendix is to present some examples of projects conducted in the police traffic services area. Brief descriptions of these projects are presented here to illustrate the type of activities in which the NHTSA is interested and to present local, county, and State police administrators with some examples of various approaches to traffic safety problems they may wish to undertake in their own jurisdictions.

1. One traffic service project involves the formation of mobile patrol teams capable of assignment to areas of high accident and violation frequencies. An attempt is made to saturate the patrol area and establish a reputation for strict enforcement on a particular section of highway. Following a suitable period of time, the team is withdrawn from constant patrol of the area but reassigned to it periodically on a random basis. The team is composed of experienced and specially-trained patrolmen. Data on accidents and violations are obtained prior to and after implementation in order to determine effectiveness of the approach.

2. Another project provides funds for the purchase, installation, and maintenance of a sufficient number of two-way radios to link together specified highway areas to establish a means of rapid communication for notification and dispatch of traffic enforcement, emergency, and service needs at any time.

3. A third project utilizes four video tape recording systems to support State police traffic operations. Each system is used for several purposes. In a case of drunken driving, the accused is taped at the time of initial contact, showing his operation of the vehicle, speech, and actions. Taping continues in the police barracks when the defendant is interviewed and requested to submit to a blood test. Another application of the equipment is in motor vehicle accident analysis. The long recording time (60 minutes) permits the tracing of the paths of vehicles, examination of point or points of impact, and damage areas both internal and external.

4. The purpose of another project is to conduct an inventory and evaluation of police traffic services provided the public in the 458 municipalities of the selected State and to prepare recommendations for the fulfillment of needs identified by the inventory.

5. Another project provides orientation to traffic accident investigation for selected groups of police officers. The program is conducted in the State by the Traffic Institute, Northwestern University. Included in the course are techniques for gathering, recording, and analyzing facts obtained through accident investigations.

6. A project by a State police department will establish criteria which will enable a police agency to define adequate police manpower in terms of patrol coverage and related police activities on interstate highways.

APPENDIX E

RESOURCE ORGANIZATIONS

The following organizations can provide information and assistance on one or more of the subject areas covered in this volume.

Central Missouri State College
Traffic Management Institute Safety Center
Warrenbsburg, Missouri 64093

Indiana University
Department of Police Administration
Bloomington, Indiana 47401

International Association of Chiefs of Police
Highway Safety Division
11 Firstfield Road
Gaithersburg, Maryland 20760

Michigan State University
Highway Traffic Safety Center
East Lansing, Michigan 48832

National Highway Traffic Safety Administration
400 7th Street, S. W.
Washington, D. C. 20591

National Safety Council
425 North Michigan Avenue
Chicago, Illinois 60611

Northwestern University
Traffic Institute
405 Church Street
Evanston, Illinois 60204

U. S. GOVERNMENT PRINTING OFFICE : 1970 O - 363-110